

## Message Text

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NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 SAJ-01

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R 181711Z FEB 75

FM AMEMBASSY BONN

TO SECSTATE WASHDC 8081

INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY MOSCOW

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 04 BONN 02752

E.O. 11652: GDS

TAGS: PGOV, PFOR, MILI, GE, WB, EB, US, UK, FR

SUBJECT: TRAVEL POLICY IN GDR AND IN BERLIN

REF: A) BERLIN 5132; B) USBER 044; C) BONN 19641, 1974

SUMMARY: WITH BENEFIT OF VIEWS OF EMBASSY BERLIN AND USBER AS EXPRESSED IN REFTELS A AND B AND, IN USBER CASE, IN DISCUSSION BETWEEN AMBASSADOR AND BERLIN MISSION OFFICIALS, EMBASSY HAS REACHED CONCLUSIONS AS TO FINAL RECOMMENDATIONS TO DEPARTMENT ON TRAVEL POLICY PAPER (TPP). DRAFT (AS GIVEN BELOW) INCORPORATING THESE RECOMMENDATIONS WAS ACCEPTED BY US AND FRENCH ON FEB 11 FOR AD REF RECOMMENDATION TO CAPITALS, BUT BRITISH HAVE (AS OF FEB 18) STILL NOT COMPLETED INTERNAL DECISION-MAKING PROCESS. END SUMMARY.

1. EMBASSY APPRECIATES THOUGHTFUL COMMENTS ON TPP

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OFFERED REFTELS AND IN DISCUSSION OF USBER OFFICERS WITH

AMBASSADOR. EACH RECOMMENDATION HAS BEEN CAREFULLY CONSIDERED AND NEARLY ALL HAVE BEEN INCORPORATED INTO THE TPP DRAFT BELOW WHICH CONSTITUTES THE EMBASSY'S FINAL RECOMMENDATION TO THE DEPARTMENT AS WELL AS A US/FRENCH AGREED AD REF PAPER FOR RECOMMENDATION TO CAPITALS. BRITISH WORKING LEVEL HAS ASSURED US IT IS CONFIDENT TPP DRAFT WILL BE AGREED ALSO BY HIS AMBASSADOR FOR RECOMMENDATION TO LONDON, BUT INTERNAL UK EMBASSY PROCEDURES NOT COMPLETED AS OF FEB 18.

2. POINT OF DEPARTURE IN EMBASSY CONSIDERATION OF RULES WHICH WILL GOVERN TRAVEL BY ALLIED PERSONNEL IN AND THROUGH GDR AND IN BERLIN HAS BEEN DESIRE TO OFFER POSSIBILITY OF NEW TRAVEL OPPORTUNITIES TO THESE PERSONNEL WITHOUT BRINGING INTO JEOPARDY ALLIED RIGHTS AND ESTABLISHED PRACTICE REGARDING BERLIN ACCESS AND ALLIED POSITION ON QUADRIPARTITE STATUS OF BERLIN. OUR CONCLUSION IS THAT THESE MATTERS ARE SO FUNDAMENTAL TO THE ALLIED POSITION IN BERLIN AND, IN THE LONG RUN, TO THE CONTINUED VIABILITY OF THE CITY THAT RELAXATION OF ALLIED RULES ON SUCH TRAVEL MUST BE CAREFULLY CONTROLLED AND PROCEED FROM CAUTION EMBASSY'S BELIEF IS THAT, AFTER ALMOST 30 YEARS OF EXERCISING RIGHTS OF ACCESS WITHOUT RELATIONS WITH GDR, FUNDAMENTAL INTERESTS OF US ARE BEST SERVED BY PRUDENT PHASED APPROACH WITH PERIODIC REVIEW FOLLOWED BY ANY INDICATED ALTERATIONS IN ALLIED TRAVEL POLICY. EMBASSY DOES NOT CONSIDER FINAL TPP TO BE A STATIC DOCUMENT BUT, PARTICULARLY IN THIS PERIOD IMMEDIATELY AFTER ESTABLISHMENT OF US RELATIONS WITH EAST GERMANY WHEN THE GDR CAN BE EXPECTED TO SCRUTINIZE CHANGES IN US/ALLIED POLICY AND PRACTICES, WE BELIEVE A MEASURED COURSE OF CHANGE IS BEST CALCULATED TO SERVE OUR INTERESTS.

3. REGARDING SPECIFICS OF THE RECOMMENDED TEXT, AS WILL BE SEEN IN DRAFT EMBASSY AGREES THAT USBER'S COMMENTS ON NON-USE ON ACCESS ROUTES OF PASSPORTS WITH GDR VISAS AND NON-ACCEPTANCE OF GDR VISAS IN PASSPORTS WITH COMMANDANT STAMPS HAVE MERIT, AS DO USBER'S COMMENTS ON PROTECTION OF ACCESS ROUTES BY PLACING CONTROLS ON FRG-BASED ALLIED

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PERSONNEL. TPP ALSO INCORPORATES RECOMMENDATION OF USBER REGARDING TRAVEL OF ALLIED PERSONNEL FROM EASTERN EUROPE. ON SUBJECT OF "MIXED PROCESSING", HOWEVER, EMBASSY IS CONVINCED THAT PRUDENCE REQUIRES MORE DELIBERATE ATTITUDE AND THAT "MIXED PROCESSING" MUST BE AVOIDED. IN DRAFT BELOW, WE HAVE ALSO TAKEN ACCOUNT OF EMBASSY BERLIN'S WISHES AS EXPRESSED REFTEL A. THOUGH MAJOR CHANGES FROM TEXT REFTEL C OCCUR ONLY IN PORTION

OF PARAS 4, 5, 6 AND 7, FOR CONVENIENCE OF ADDEES, ENTIRE  
TEXT IS GIVEN BELOW.

4. BEGIN TEXT.

PRINCIPLES AND PRACTICE FOR TRAVEL BY ALLIED (US, UK AND  
FRENCH) PERSONNEL IN AND THROUGH EAST BERLIN AND THE GDR.

INTRODUCTION

1. WITH THE RECOGNITION OF THE GDR AS A STATE BY FRANCE,

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INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY PARIS

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THE UK AND THE US THERE CEASED TO BE A GENERAL OBJECTION  
OF PRINCIPLE TO THE ACCEPTANCE BY GOVERNMENT SERVANTS  
OF THE THREE POWERS OF GDR DOCUMENTATION AND CONTROLS.  
HOWEVER, IT REMAINS IMPORTANT THAT ALLIED RIGHTS ON THE  
LAND ACCESS ROUTES TO BERLIN AND THE ALLIED POSITION

ON THE STATUS OF BERLIN SHOULD BE PRESERVED. AGAINST THIS BACKGROUND THE POLICY FOR TRAVEL BY ALLIED OFFICIAL PERSONNEL IN AND THROUGH EAST GERMANY AND IN BERLIN HAS BEEN RE-EXAMINED. THE AIM OF THIS PAPER IS TO PROVIDE GENERAL GUIDELINES; THE APPROPRIATE NATIONAL AUTHORITIES SHOULD BE CONSULTED ON THEIR DETAILED APPLICATION. THE PAPER DOES NOT TAKE INTO ACCOUNT THOSE ASPECTS OF TRAVEL BY ALLIED PERSONNEL, EG SECURITY REGULATIONS, WHICH ARE ESSENTIALLY A NATIONAL RESPONSIBILITY AND ARE DEALT WITH BY NATIONAL AUTHORITIES. THE CONTENTS OF THE PAPER ARE AS FOLLOWS:

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GENERAL CONSIDERATIONS - PARAGRAPH 2-4  
RULES FOR PERSONNEL OF ALLIED EMBASSIES TO THE  
GDR - PARAGRAPH 5  
ALLIED PERSONNEL ASSIGNED TO THE MISSIONS AND  
GARRISONS IN WEST BERLIN - PARAGRAPH 6  
ALLIED PERSONNEL ASSIGNED IN THE FRG AND  
ALLIED PERSONNEL AND GOVERNMENT SERVANTS COMING  
FROM OUTSIDE GERMANY - PARAGRAPH 7

GENERAL CONSIDERATIONS

2. THE AIMS OF THE RULES SET OUT BELOW ARE TO AVOID ANY PREJUDICE TO:

- (I) THE ALLIED LEGAL POSITION ON THE QUADRIPARTITE STATUS OF GREATER BERLIN;
- (II) ALLIED RIGHTS OF ACCESS ALONG THE TRANSIT ROUTES.

3. IN PURSUANCE OF AIM (I) ALL ALLIED PERSONNEL, REGARDLESS OF THEIR PLACE OF ASSIGNMENT, SHOULD AVOID PRACTICES WHICH COULD IMPLY RECOGNITION OF THE BOUNDARY BETWEEN THE EASTERN AND WESTERN SECTORS OF BERLIN AS AN INTERNATIONAL FRONTIER OR OF EAST BERLIN AS PART OF THE GDR. THEY SHOULD CONSEQUENTLY:

- (A) NOT ACCEPT GDR VISAS IN WHICH CROSSING POINTS INSIDE BERLIN ARE SPECIFIED AS POINTS OF ENTRY TO THE GDR;
- (B) NOT ACCEPT GDR VISAS LIMITED ONLY TO BERLIN OR CONTAINING OBJECTIONABLE LANGUAGE, EG "BERLIN, HAUPTSTADT DER DDR";
- (C) NOT USE GDR VISAS AT THE SECTOR BOUNDARY CROSSING POINTS.

4. IN PURSUANCE OF AIM (II) ALLIED PERSONNEL ASSIGNED TO OR SPONSORED BY MISSIONS OR GARRISONS IN WEST BERLIN SHOULD AVOID PRACTICES IMPLYING THAT THE GDR HAS CONTROL OVER ALLIED PERSONNEL STATIONED IN BERLIN FOR THE PURPOSES OF THE "OCCUPATION" WHEN THEY ARE TRAVELLING ON THE ACCESS ROUTES. THEY SHOULD THEREFORE:

- (A) BY USING MILITARY IDENTITY CARDS IN CONNECTION

WITH FLAG ORDERS, AVOID WHEN PRACTICABLE TRAVEL  
ON THE TRANSIT ROUTES USING PASSPORTS CONTAIN-  
ING VALID GDR VISAS;

(B) NOT TRAVEL BETWEEN BERLIN AND THE FRG THROUGH  
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GDR CONTROLS;

(C) NOT TRAVEL ON THE HELMSTED-BERLIN AUTOBAHN  
UNDER GDR DOCUMENTATION IN VEHICLES BEARING  
ALLIED REGISTRATION PLATES, I.E. PLATES ISSUED  
FOR THE USE OF ALLIED FORCES IN BERLIN AND THE  
FRG.

5. PERSONNEL OF ALLIED EMBASSIES TO THE GDR.

(A) PERSONNEL IN THIS CATEGORY AS IN ALL THE OTHER  
CATEGORIES SHOULD NOT USE GDR VISAS TO ENTER EAST BERLIN  
FROM WEST BERLIN AND THEY SHOULD AVOID HAVING THEIR PASS-  
PORTS STAMPED AT CROSSING POINTS BETWEEN THE TWO PARTS  
OF THE CITY, I.E. THE WESTERN AND EASTERN SECTORS. AT  
SECTOR BOUNDARY CROSSING POINTS THEY MAY USE THEIR GDR  
DIPLOMATIC IDENTITY CARDS OR ALLIED DOCUMENTATION OR  
FACILITIES WHICH THEIR OWN AUTHORITIES IN WEST BERLIN MAY  
BE AUTHORISED TO PROVIDE. BEGIN FOOTNOTE: UNDER PRESENT  
CIRCUMSTANCES, THE US EMBASSY IN EAST BERLIN IS NOT  
MAKING USE OF THIS POSSIBILITY FOR ITS REGULARLY-ASSIGNED  
PERSONNEL AND THEIR DEPENDENTS AND RELATIVES. END  
FOOTNOTE. CIRCUMSTANCES UNDER WHICH SUCH AUTHORIZATION  
MAY BE GIVEN INCLUDE: FIRST ARRIVALS (UNTIL THESE  
PERSONNEL HAVE RECEIVED THEIR GDR DOCUMENTATION);  
TEMPORARY DUTY PERSONNEL (SEE PARA 7); CLOSE RELATIVES OF  
EMBASSY PERSONNEL VISITING BERLIN; AND FOR USE BY EMBASSY  
PERSONNEL DURING ANNUAL GDR RECALL OF DIPLOMATIC AND  
STAFF ID CARDS. NON-DIPLOMATIC STAFF OF EMBASSIES IN  
EAST BERLIN ARE REQUIRED BY THE EAST GERMANS TO SHOW

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INFO USMISSION USBERLIN

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PASSPORTS WITH THEIR ID CARDS WHEN PASSING BETWEEN WEST AND EAST BERLIN. THESE WILL NOT BE STAMPED BY THE GDR AUTHORITIES PROVIDED THERE IS ALREADY AN ENTRY STAMP ISSUED AT DREWITZ OR ANY OTHER CROSSING POINT INTO THE GDR.

(B) PERSONNEL ARRIVING BY AIR IN WEST BERLIN EN ROUTE TO A POST IN EAST BERLIN SHOULD AVOID USING THEIR GDR VISA TO ENTER EAST BERLIN FROM WEST BERLIN. THEY CAN ENTER EAST BERLIN BY TRAVELLING BY EMBASSY CAR VIA DREILINDEN, ENTERING THE GDR AT DREWITZ AND THEN PROCEEDING BY THE BERLIN RING.

(C) PERSONNEL IN THIS CATEGORY TRAVELLING FROM THE FRG OR OTHER STATES IN OR THROUGH THE GDR SHOULD DO SO UNDER NORMAL GDR CONTROLS. THEY SHOULD NOT ATTEMPT TO USE BERLIN TRAVEL DOCUMENTS ("FLAG ORDERS") OR PASS THROUGH ALLIED OR SOVIET CHECKPOINTS, NOR SHOULD THEY  
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TRAVEL ON ALLIED MILITARY TRAINS THROUGH THE GDR.

(D) PERSONNEL PLANNING TO ARRIVE BY AIR AT SCHOENEFELD SHOULD OBTAIN A GDR VISA PRIOR TO THE START OF THE JOURNEY. THIS IS TO ENSURE THAT THEY WILL NOT BE PLACED IN A POSITION WHERE THEY ARE COMPELLED TO ACCEPT A VISA AT SCHOENEFELD WITH OBJECTIONABLE LANGUAGE, SUCH AS REFERENCES TO "BERLIN, THE CAPITAL OF THE GDR" ETC. WHEN OBTAINING VISAS FROM A GDR MISSION OVERSEAS, THEY SHOULD LIKEWISE CHECK THAT THE LANGUAGE IS NOT INCONSIS-

TENT WITH THE ALLIED POSITION ON THE STATUS OF BERLIN.

6. ALLIED PERSONNEL ASSIGNED TO THE MISSIONS AND GARRISONS IN WEST BERLIN.

(A) PERSONNEL IN THIS CATEGORY SHOULD CONTINUE TO TRAVEL TO WEST BERLIN FROM THE FRG AND VICE VERSA ON THE EXISTING ROAD AND RAIL ACCESS ROUTES, BEARING BERLIN TRAVEL DOCUMENTS ("FLAG ORDERS") AND PASSING THROUGH THE ALLIED AND SOVIET CHECKPOINTS. IF THEY TRAVEL BY AIR, THEY SHOULD USE ONLY WEST BERLIN AIRPORTS. THEY SHOULD NOT ACCEPT GDR CONTROLS. AS NOTED IN 4A ABOVE, BY USING MILITARY IDENTITY CARDS IN CONNECTION WITH FLAG ORDERS IT SHOULD GENERALLY BE POSSIBLE TO AVOID USING PASSPORTS ON THE ACCESS ROUTES WHICH CONTAIN VALID GDR VISAS. PERSONNEL SHOULD TRAVEL WITHIN GREATER BERLIN UNDER EXISTING QUADRIPARTITE PROCEDURES WHICH REQUIRE THAT THERE SHOULD BE NO SUBMISSION TO GDR CONTROLS IN EAST BERLIN OR AT THE CROSSING POINTS BETWEEN EAST AND WEST BERLIN.

(B) SUBJECT TO NATIONAL REGULATIONS, PERSONNEL MAY TRAVEL IN THE GDR AND THROUGH THE GDR TO OTHER COUNTRIES EXCEPT THE FRG. FOR SUCH TRAVEL THEY CAN ACCEPT GDR VISAS. THEY SHOULD NOT USE GDR VISAS FOR ENTRY FROM WEST BERLIN TO EAST BERLIN ENROUTE FOR THE GDR VIA EAST BERLIN; THEREFORE, THEY SHOULD ONLY LEAVE BERLIN FROM THE WESTERN SECTORS AND ENTER BERLIN INTO THE WESTERN SECTORS. THEY SHOULD NOT AT ANY POINT TRAVEL ON THE HELMSTEDT-DREWITZ AUTOBAHN WITH GDR DOCUMENTATION IN VEHICLES WITH ALLIED REGISTRATION PLATES.

(C) CONSULAR PROTECTION FOR ALLIED PERSONNEL TRAVELLING ON GDR VISAS SHOULD NORMALLY BE PROVIDED BY THE RESPECTIVE EMBASSIES IN EAST BERLIN, SUBJECT TO NATIONAL REGULATIONS AND THE CIRCUMSTANCES OF THE CASE IN  
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QUESTION.

(D) PERSONNEL ON OFFICIAL DUTY IN GREATER BERLIN OR TRAVELLING ON THE HELMSTEDT-BERLIN AUTOBAHN UNDER MILITARY AUSPICES WHO HAVE ACCIDENTS OR OTHERWISE ENCOUNTER DIFFICULTIES SHOULD BE GIVEN ANY NECESSARY PROTECTION BY THE ALLIED MISSIONS IN WEST BERLIN OR BY OTHER EXISTING PROCEDURES (EG BY THE ALLIED MILITARY LIAISON MISSIONS).

7. ALLIED PERSONNEL FROM OUTSIDE BERLIN.

(A) IF PERSONNEL IN THIS CATEGORY ARE TRAVELLING TO WEST BERLIN ON OFFICIAL DUTY EITHER FROM OR VIA WESTERN EUROPE, THEY SHOULD ARRIVE AT AIRPORTS IN WEST BERLIN (TEGEL, TEMPELHOF, GATOW) OR SHOULD BE SPONSORED AND PROCEED AS IN 6 (A) ABOVE. IF TRAVELLING FROM EASTERN EUROPE, THEY MAY USE FLIGHTS TO THE EAST GERMAN AIRPORT LOCATED JUST OUTSIDE OF BERLIN IN THE GDR, SCHOENEFELD,

OR IF THEIR ROUTE DOES NOT TAKE THEM THROUGH THE FRG  
THEY MAY PROCEED BY SURFACE UNDER GDR DOCUMENTATION AND  
CONTROLS (TRAVELERS MUST CONTINUE TO OBSERVE THE CONDI-  
TIONS SET OUT IN THIS PAPER REGARDING TRAVEL BETWEEN  
THE EASTERN AND WESTERN SECTORS OF BERLIN). PERSONNEL  
ASSIGNED IN THE FRG SHOULD ALSO HAVE THEIR LEAVE TRAVEL  
TO BERLIN SPONSORED, PROCEEDING AS IN 6 (A), OR SHOULD  
ARRIVE AT WEST BERLIN AIRPORTS.

(B) IF PERSONNEL OTHER THAN THOSE ASSIGNED IN THE FRG  
ARE VISITING ALLIED EMBASSIES IN EAST BERLIN, THEY  
SHOULD PROCEED AS IN 5 B, C, AND D ABOVE. PERSONNEL

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ASSIGNED IN THE FRG MUST, AND OTHERS ALTERNATIVELY MAY,  
BE SPONSORED BY THEIR AUTHORITIES IN WEST BERLIN AND,  
SUITABLY DOCUMENTED, MAY VISIT THE EMBASSIES UNDER



ARRANGEMENTS MADE BY THE ALLIED AUTHORITIES IN WEST BERLIN IN EXERCISE OF THEIR RIGHT TO FREE CIRCULATION IN GREATER BERLIN.

(C) PERSONNEL MAY, SUBJECT TO NATIONAL REGULATIONS AND TO THE CONDITIONS SET OUT IN 7 (A) ABOVE, TRAVEL IN OR THROUGH THE GDR ACCEPTING GDR DOCUMENTATION AND GDR CONTROLS ON DUTY OR OTHERWISE. THEY SHOULD NOT USE GDR VISAS TO CROSS FROM EAST BERLIN INTO WEST BERLIN, NOR SHOULD THEY ACCEPT VISAS WHICH SPECIFY CROSSING POINTS ON THE BERLIN INTER-SECTOR BOUNDARY AS POINTS OF ENTRY. TRAVELERS SHOULD CHECK WITH THEIR RESPECTIVE WEST BERLIN MISSION BEFORE UNDERTAKING TRIPS FROM WEST BERLIN TO EAST BERLIN AND SHOULD NOT ASSUME THAT SUCH TRIPS WILL

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BE POSSIBLE IN ALL CASES.

(D) CONSULAR PROTECTION FOR ALLIED PERSONNEL TRAVELLING UNDER ALLIED SPONSORSHIP WILL BE PROVIDED BY THE ALLIED MISSIONS IN WEST BERLIN. CONSULAR PROTECTION FOR ALLIED PERSONS IN THE GDR ON GDR VISAS WILL BE PROVIDED BY THE RESPECTIVE EMBASSIES IN EAST BERLIN. END TEXT.

5. SO AS TO PRECLUDE MIXED PROCESSING BUT STILL PERMIT USBER PERSONNEL TRAVEL OPPORTUNITIES IN THE GDR (IF, IN PRACTICE, THE GDR WILL NOT ALLOW HEERSTRASSE/STAAKEN CROSSING POINT TO BE USED FOR ACCESS TO GDR GENERALLY) EMBASSY HAS BEEN CONSIDERING PRACTICAL MEANS TO AVOID PROSCRIPTION IN PARA 6 B OF TPP ("THEY SHOULD NOT AT ANY POINT TRAVEL ON THE HELMSTEDT-DREWITZ AUTOBAHN WITH GDR DOCUMENTATION IN VEHICLES WITH ALLIED REGISTRATION PLATES"). WE BELIEVE STUDY SHOULD BE GIVEN TO POSSIBILITY OF PRODUCING SOME KIND OF SPECIAL LICENSE PLATES WHICH COULD BE ISSUED TO USBER PERSONNEL FOR TRAVEL IN GDR. OBJECTIVE OF AVOIDING APPEARANCE ON ACCESS AUTOBAHN OF VEHICLES WITH MILITARY FORCES PLATES WHOSE DRIVERS WERE UNDER GDR DOCUMENTATION WOULD THUS BE MET.

6. REGARDING USE OF SCHOENEFELD AIRPORT (PARA 10 I REFTEL B), WE BELIEVE THIS SHOULD BE COVERED IN SEPARATE NATIONAL REGULATIONS.

7. REQUESTED ACTION: DEPARTMENTAL APPROVAL OF TPP.

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## Message Attributes

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